

USAID/Peru Strategy Amendment

Education Strategic Objective SO 6: Local management of quality basic education programs implemented in selected geographic areas

I. Background

Since 1998, USAID/Peru's support for the education sector in Peru has focused primarily on improving educational opportunities for primary school girls in rural areas by means of two projects: *New Horizons* and *Opening Doors*. USAID/Peru has also supported a third activity, *Improving the Quality of Rural Education*, which is aimed at developing a system of local management of educational services and resources in four rural provinces.¹ In addition, the Mission developed the *Democratic Education and Students' Participation in Public Schools* activity, which has focused on producing teacher training methodologies and materials for integrating democratic processes into primary and secondary schools. Achievements to date include the following:

- *New Horizons* has created national and local networks of public- and private-sector leaders who promote awareness and local projects for girls' education. The project has been instrumental in the passage of a law on rural girls' education and has succeeded in bringing national attention to the educational conditions of girls in some of the most isolated areas of the country, where the average number of years of schooling completed is a meager 3.7 years (5.1 years for boys).² It is important to note that given the quality of education services in rural areas, it is unlikely that these girls and boys will develop the minimal literacy and numeracy skills needed to contribute to Peru's economic growth.
- *Opening Doors* has focused on developing a package of educational and community interventions to increase girls' school participation in rural areas of Ayacucho, Apurímac, Huancavelica and San Martín. The project has mobilized communities and created a core of educational promoters who travel throughout the project areas to enhance classroom teaching. In a second phase of the activity, efforts have focused on promoting democratic values, increasing students' participation, and increasing parents' and local authorities participation in decision-making and school life. The project has an integrated approach to improving educational quality, management, and democratic values. This experience is providing the basis for future USAID support.
- *Improving the Quality of Rural Education* has developed the necessary regulations, structure, offices, and administrative network (from the Sub-Regional Directorate down through the provincial educational service units (U.S.E.s), school administrators, and

¹ Following the initial pilot period, expansion will take place throughout the country under the World Bank's \$50 million loan for rural education on 2003.

² "In urban areas, average years of schooling for the population over 15 years of age is 9.2 years for males and 8.3 years for females, while in rural areas, these figures are 5.1 and 3.7 for males and females." Red Nacional de Educación de la Niña, 1999: *Agenda Abierta para la educación de las niñas rurales*, cited in USAID/Peru Country Strategic Plan for Peru, FY 2002-20206, June 30, 2001.

municipal authorities) in four provinces capable of managing and distributing education resources in local educational “units” ranging from five to 15 schools.

- Working in both primary and secondary schools, the *Democratic Education and Students' Participation in Public Schools* activity has supported curriculum improvement and trained teachers to incorporate democracy as a cross cutting issue in each subject in the curriculum. The activity has also encouraged student participation by implementing effective school and classroom management strategies. Materials developed under the activity were reproduced by the Ministry of Education.

During the FY 2002-FY2006 Peru Country Strategy review in USAID/Washington, the Acting Assistant Administrator for the USAID Bureau for Latin America and the Caribbean (A-AA/LAC) decided that the Mission should mount a larger scale effort in basic education, expanding the current Special Objective (SPO) for Girls' Education into a Strategic Objective (SO) for Basic Education and increasing the funding level. It was agreed that ongoing activities would be expanded from the focused pilot and experimental stage to include the dissemination of the tested model widely. Based on these agreements, and the evidence that democracy, poverty alleviation, and economic growth are all dependent upon an educated citizenry, USAID/Peru is now creating a Basic Education SO with initial funding of \$11.5 million over a five-year period. This SO amendment outlines the development hypothesis, key areas for intervention and potential activities for focusing resources.

II. Overall Assistance Environment

Development Challenge

A recent USAID/Peru-funded assessment by Aguirre International suggests that the public education system in Peru is in a state of dysfunction. One indicator of the system's dysfunction is the exceptionally low rate of student achievement in both urban and rural schools. Poor student achievement, coupled with a highly centralized system, predominantly unqualified and untrained teachers, and high teacher absenteeism portray a system in crisis.

Most acute problems in Peruvian education concentrate in rural areas of the country and include:

- a) Poor quality of educational services that affects students' achievement, and leads to school dropout or grade repetition.
- b) High coverage in primary school (over 90%) but limited class contact hours (barely 200 per year in the most distant areas), over-age students for grade, absenteeism, repetition and dropout. In primary school, 35.5% of students are above the appropriate age for grade and 11.4% drop out before the end of the year, extending their time in school or simply postponing their basic education.
- c) Low coverage of preschool and secondary education. 40.5% of Peruvian adolescents (12-16 years old) are not enrolled in secondary school; 26.4% are still in primary school, especially in rural areas and the rest (14.1%) do not attend school, probably because they live in distant rural areas or in extremely poor peri-urban areas. Grade repetition is also a significant problem at the secondary level.

In addition, as noted in Attachment #2 (Diagnóstico y Alternativas, a discussion of the current development challenge in education in Peru), recent experience indicates that a vacuum exists in Peru with respect to the formation of “values” in students (i.e., values that enable children to reflect on their social, economic, and political condition, to engage in constructive dialogue, and to participate in the development of democracy in their country). Whereas Peru has introduced a modern curriculum based on “competencies” as part of a reform of Primary Education, school system management, methods of instruction, and educational content continue to be highly traditional, with an emphasis on rigid, teacher-directed instruction, rote learning, and memorization of facts, rather than on analysis, dialogue, active participation, and questioning of one’s social and political milieu. For Peru to move toward a modern educational system, it must view academic achievement as a means to achieving individual and collective gains – to identify problems and resolve them effectively, to improve productivity, to value diversity, to participate actively in civic responsibilities.

Context for USAID/Peru’s New SO in Basic Education

The Toledo Government has announced plans for investment in rural education and has taken steps to increase the education budget to finance it. However, economic constraints limit the choice of investments to be made in education.

- Forecasts of likely growth in public expenditure for education through 2005 depend on Peru’s restoring its annual rate of economic growth to 5% rather than the 2% of recent years. Without increase in the growth rate it is unlikely that increases in expenditure per pupil will be possible.
- From 2000 to 2005, primary school enrollment is forecast to increase by 4.3%, secondary school enrollment by 14.3%. In order to maintain expenditure per pupil at a constant level for both primary and secondary students, it is calculated that public education expenditures will have to increase by 9.1% over this same period. Expenditures will have to increase by more than that to accomplish any increase in expenditure per pupil.

Recent major investments in education by the GOP, the World Bank, and other donors have provided educational resources such as textbooks, school furniture, and infrastructure improvements to schools throughout the country. Despite these efforts, the academic performance of students, whether in urban or rural settings, has remained disturbingly low.

Noticeably absent among the recent investments in education is an integrated, systemic approach to improving the local management of educational services and resources, the quality of instruction, and the organization and efficiency of the school. What is needed are specific strategies for modernizing Peru’s primary schools – for adapting the existing curriculum to the realities of Peru’s diverse cultures and conditions; using active learning methodologies that develop students’ conceptual and analytical skills as well as promote academic achievement; implementing systematic and effective strategies for motivating teachers to use modern teaching approaches that increase student learning, create democratic behavior change, and encourage social and economic participation; and incorporating methods for involving parents and community members in the life of the school and community. Peru’s primary schools need to be transformed from what are now “passive schools” – schools that provide little more than child

care to the children of the community – to “active schools” – schools that are the center of learning, community life, and social action – involving municipal and school authorities, community members, parents, and children in the activities of the community; employing a decentralized system of educational management that promotes ownership and involvement at the local level; and creating legislation that ensures the equitable management and distribution of resources.

Geographic Focus

Given the fact that 42 percent of Peru’s school-age population is located in rural areas, and USAID/W’s priority for countries with Peru’s education indicators is on primary education, it seems most appropriate that USAID/Peru focus its new education SO on basic education in rural areas, which is a key priority of the GOP. However, with 58 percent of the school age population living in urban areas, and 24 percent in Lima, consideration also should be given to implementing USAID’s new education program in disadvantaged urban areas.

The SO 6 team has chosen to focus on rural areas, because the need is greatest, this is a priority of the GOP and possibilities exist to coordinate with other SO activities. USAID/Peru’s geographic focus area includes Departments with both jungle and Andean regions, and although there are secondary and tertiary “cities”, the regions are predominantly rural with generally significant dispersion of population centers. Given Peru’s complex migration patterns, a growing number of rural dwellers end up in peri-urban areas of the Departmental capitals or larger towns. In the light of the growth of urban areas in these traditionally rural Departments, the SO 6 team will consider implementing activities in disadvantaged urban areas.

Due to the scarcity of funds and the GOP’s top priority being rural areas, USAID could extend its support to semi-rural populations living in urban areas (i.e., immigrant Andean or Amazonian populations living in peri-urban or secondary cities in San Martín or Ayacucho). Such an approach could demonstrate to Ministry officials the potential of USAID’s program approach to affect the management, quality, and democratic, social, and economic contributions of both rural and urban education in Peru and, thus, increase the likelihood that the GOP would expand the program nation-wide.

Support Decentralization Process of Education Sector

The Toledo government has highlighted decentralization as the most pressing state reform of its administration. Several advances are being made for the appropriate legal and constitutional framework to be in place in order to carry out regional and municipal elections in November 2002, and increasing local control of sector activities will follow.

Several challenges need to be confronted by the GOP, local governments and civil society to develop a responsible and gradual process of decentralization. Key issues that must be resolved for decentralization and local government reform include overlapping and unclear division of responsibilities among central, regional and municipal governments, scarcity of financial resources (both centrally transferred and locally generated,) weak management capacity and a general lack of mechanisms for citizen participation in local governance.

The education sector is one of the largest in Peru, with several administrative units at the regional, province and district level; however most decision-making remains in the central office of the MOE. As a result of a highly centralized sector and lack of resources, severe problems of quality and equity confront Peru's education system, as reflected in inadequate materials, low professional level of teachers, and inadequate infrastructure and equipment.

The recently enacted Ley de Bases de la Descentralización states that the education and health sectors will be transferred to sub-national levels in the last stage of the process (probably starting in 2004-2005) because of the complex and enormous administrative structure in each region (hundreds of administrative personnel and schools and thousands of teachers and students). Additionally, most of the education budget is dedicated to paying salaries, even though these are very low and subject to constant teacher claims for more equitable pay. Transferring control of the education sector to local authorities under such conditions actually means the transfer of problems and crises. The GOP is expecting that regional governments and municipalities will progressively reinforce their management capabilities in order to take over the administration of education services.

The Toledo government is making some efforts to improve the legal framework and increase resources to improve the quality of education. It is hoped that the new General Education Law (expected to be approved in the next legislature) and the future Teachers Law will contribute to improve the quality of education. The upcoming decentralization process will provide a great opportunity to start implementing critical changes and to support regional governments as they begin to plan to manage education under their jurisdiction. However, decentralization norms are not enough to produce significant changes if the political will and the economic resources are not dedicated to improve public basic education.

USAID, through the "Improving the Quality of Rural Education" activity, has started to test an integral program to enhance local capabilities to improve quality of education in four provinces of San Martín, Cusco and Ayacucho. This pilot experience will serve as a spring board to promote nationwide replication with a loan from the World Bank for rural education.

Taking in consideration the challenges and opportunities described above, SO 6 considers decentralization of the education system as a central part of the strategy. Both IRs reflect this emphasis: IR 1 assures that national-level policies are in place to support management of programs at the local level and resources and IR 2 seeks to improve local basic education programs, to focus on children's capacity to contribute to their community and country, addressing classroom methodologies and the integration of the school with its community. As previously mentioned, decentralization policies alone cannot resolve the associated problems of quality and lack of resources, but problems addressed in an integral manner by regional and local authorities, backed up by the appropriate legal framework, could promote dramatic and sustainable changes at the local level. At the heart of the education strategy is influencing policy and institutional structures involving key stakeholders such as regional and municipal authorities, education officials, private sector, social leaders, local experts, and teachers and students.

In order to enhance this process, SO 6 will actively seek to collaborate with other SOs within the Mission, especially in areas where other USAID activities coincide with education activities (e.g. with the Democracy SO 9 decentralization activity which will work in Ayacucho and San Martin as part of its geographic focus). Coordination will ensure that local authorities, including those from the education sector, receive training in management skills, democratic practices in planning and budgetary processes, and transparency and accountability. Municipalities who show they are prepared to effectively manage resources may well receive the benefit of additional resources and authority before actual formal transfers take place. Poverty Reduction SO 10 has led the IV National Fora on Poverty Reduction, which had as a major objective the promotion of national debates on decentralization. Decentralization of the education sector occupied a large part of the discussion, and these recommendations have been delivered to both the executive and legislative branches of the GOP. Local control of schools will make it easier for both SO 10 (Poverty Reduction) and SO 11 (Health) to coordinate food security and health programs with the schools, especially in the areas where all three SOs are involved.

A strong management model for decentralized activities exists in the San Martin Municipal Association, AMRESAM (Asociacion de Municipalidades de la Region de San Martin). With support from USAID's Alternative Development Program, AMRESAM has worked with municipalities to strengthen their management capabilities and promote participatory processes in the development of annual work plans and budgets. San Martin is a selected area for implementation of the Rural Education Activity, and AMRESAM has been instrumental in encouraging municipalities to work closely with education officials and community leaders in support of the education strategy. SO 6 will draw on USAID's experience in municipal development to transfer lessons learned to decentralization efforts.

III. Strategic Objective Rationale and Results Framework

Under USAID/Peru's new SO in basic education, the Mission will seek to influence policies and management practices to support decentralization of the system under the following SO/IRs:

SO # 6: Local management of quality basic education implemented in selected geographic areas

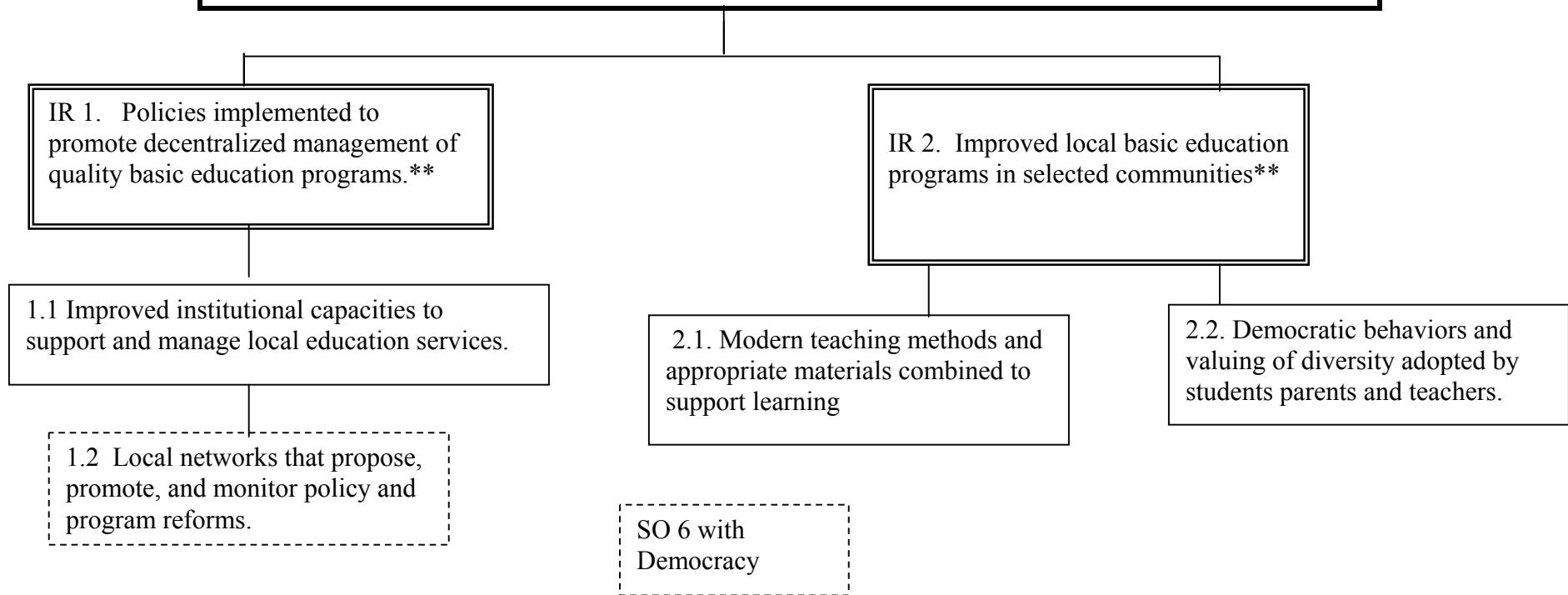
- IR 1. Policies implemented to promote decentralized management of quality basic education programs
- IR 2. Improved local basic education programs in selected communities

The focus will be on implementation of decentralization policies to assure strong local education management and on improving education quality in the schools; therefore, the program must be geographically concentrated to provide significant results. Taking into consideration the challenges and opportunities described above, decentralization of Peru's education sector is a central pillar of the strategy. IR 6.1 focuses on the necessary changes in the national and local legal framework, including a framework for the decentralization of education and local

USAID/Peru – Improved Local Management of Quality Basic Education Results Framework

Strategic Objective No. 6

Local management of quality basic education programs implemented in selected geographic areas.



** Information technology and communications will be integrated into each IR to better achieve sustainable results

community level involvement to implement the framework. IR 6.2 works at two different levels of quality improvement: at the school level and the regional level, which includes grouping schools by districts, provinces and departments for more efficient supervision and dissemination of new methodologies. These IRs also promote the participation of key stakeholders such as regional and municipal government authorities, public education officials, the private sector, social leaders, local experts, teachers, parents and students.

Strategic Objective Rationale

With the development of the strategic objective for basic education, USAID/Peru is expanding its focus to include basic education, while maintaining an emphasis on girls' achievements and rural areas. In selecting the Strategic Objective – *Local management of quality basic education in selected geographic areas* – USAID/Peru's Education team will build upon its previous work and while looking toward traditional objectives for basic education programs (e.g., academic achievement, enrollment, retention, completion) will also consider higher-level, long-term desired outcomes of the educational experience – by focusing on outcomes that develop and strengthen the foundation of high quality equitable education which is capable local management of schools. Thus good local management of education will have capacity to identify and develop academic capacities, student behaviors, school-community characteristics, and management and policy conditions necessary to develop girls' and boys' capacity to be actors in the democratic, social, and economic life of their communities and nation.

Strategic Objective 6 is ambitious, but within the manageable interest of the team and of the Mission for several reasons: 1) it is targeted at selected local education systems, with the intention of expanding to additional local systems; 2) it builds upon successful policy and program experience implemented in Peru under SpO 6 over the past four years; and 3) its design is based on the lessons learned and evaluations of USAID's successful experiences implementing similar education programs in countries throughout the world, but particularly in Latin America (beginning in Colombia 30 years ago, and then spreading to other countries, such as Guatemala, Venezuela, Brazil, and Nicaragua). Additionally, the team expects to contract the technical experts who developed and refined the program in Colombia, Guatemala, and Nicaragua to lead the adaptation of the approach to Peru's unique conditions. Thus, with the previous experience in Peru, experience and evaluation findings from implementation in other Latin American countries, and technical and leadership expertise from the program designers and implementers, the targets developed by the Mission will be grounded in experience and research findings and will, thus, be achievable.

The Strategic Objective will be achieved through two intermediate results, which are described below:

IR 1. Policies implemented to promote decentralized management of quality basic education programs

The GoP has expressed its political will to have a decentralized education system that is characterized by greater community participation, with increased accountability to local stakeholders and contributions by both public and private sectors to education access and quality.

The emphasis of the IR is two-pronged: policies implemented to promote a decentralized management framework and strengthened local capacity to assume responsibility for management and monitoring of education services and resources. Relevant legislation and an improved regulatory environment are needed to stimulate and sustain decentralized education activities. Basic education in Peru suffers from significant shortages – there are not enough trained teachers; regional and local administration is weak and inefficient due to the country's centralized management structure; communities are not knowledgeable about nor have the tools to monitor and assure quality education for their children; insufficient funds are invested in basic education, especially in rural areas; and rural schools suffer from inadequate infrastructure and supplies.

The Ministry of Education (MOE) has identified five priorities for policy interventions for the next decade to achieve the goals of quality education for all: 1) reaching isolated populations; 2) increasing public investment per student to ensure quality education; 3) decentralizing management of the education system; 4) maintaining a cadre of teachers capable of performing within a quality education system; and 5) improving teachers' economic conditions, status, and performance.

SO 6 will contribute to the policy development in these priority areas. The Girls' Education experience has shown the way to take effective action in this area; for example, the *Agenda Abierta para la Educación de las Niñas Rurales*, developed by members of the National Network and debated at the 1st National Conference on Education of Girls in Rural Areas, has already had a positive effect on school construction policy in selected areas and is being considered by the MOE in its annual National Plan for Primary and Pre-primary Education to include specific activities aimed to improve opportunities for girls. The following is a list of possible areas to be addressed under this IR:

- Decentralization with increased authority to departments and municipalities for assignment of resources and supervision of education system
- Implementation of the new general education law, which among other things will legitimate democratization and decentralization of the education system
- Legal requirements for universal enrollment and school completion
- Increase teacher-to-student contact hours
- Increase efficiency of public investment in education
- Improve efficiency and increase investment in education in rural areas
- Increase percentage of GOP budget invested in education
- Consistent information/data available for assessment and planning
- Reduction/prevention of violence and sexual abuse in the school environment
- Implementation of the new rural girl's education law
- New teacher's legislation and restructuring of the teacher's personnel system (teacher remuneration and appointment system)

Efforts under this IR will be directed to building and/or strengthening local networks, comprised of representatives from the parents, the local education administration, municipal officials, grassroots organizations, local NGOs, business organizations, and other sectoral institutions. The network objectives will be to identify and advocate for policies that promote quality

education and that foster improved inter-sectoral coordination in the provision of nutrition, health and other support services. Emphasis will be placed on assuring local government capacity and authority to manage quality basic education improvement efforts, including monitoring and evaluation.

Illustrative Approaches

As part of the new strategy, SO 6 will use additional resources to address some of the specific policy issues listed above, through financing of specific studies and assessments, discussion and consensus-building activities among stakeholders, and design of specific policy proposals. Additionally, SO 6 will coordinate with donors, civil society and the MOE to consider other policy issues. Activities under this IR will be closely coordinated with policy initiatives planned under other USAID teams, and opportunities for joint initiatives will be sought, especially in the rational use of resources to improve education access and quality in rural areas.

Technical assistance and training topics to strengthen MOE, local government and community capacities in areas of special interest to USAID include: project management; systems of supervision and technical support by regional and provincial education authorities to school directors and teachers; pedagogical management techniques for small, isolated rural schools; democratic school management and incorporation of democracy as cross-cutting theme in curricula; community participation; and use of performance and accountability measures.

In addition to policy work itemized earlier, the Mission may use mechanisms such as the G/HCD Basic Education Policy Support (BEPS) project or the Improving Education Quality (IEQII) to provide technical assistance to support the MOE in improving the transparency and accuracy of data and information; increasing its capacity to collect, analyze, disseminate and apply data and information; improving system efficiency both in terms of pupil benefits and decentralized management; and working with other actors to involve key stakeholders from both private and public sectors in dialogue about major policy issues. Activities would continue to support information campaigns, conferences, studies and related actions at the local and national levels to heighten awareness about girls' and boys' education issues.

Previous experience³ in different countries shows that transferring decisions to schools and communities to strengthen management and accountability improves quality, equity and efficiency of the education system.

Recent regulations governing Peruvian education (DS 007-2001-ED, legal framework for teacher hiring and placement) show the political will to engage in the decentralization process, giving autonomy to public schools. However, such regulations must allow for local decisions about resources and hiring of teachers. In order to accomplish this, it is necessary to streamline and redefine the roles of the “Organos Intermedios” (MOE regional and local offices), set up an administrative career different from the teacher career, and reform teacher training (both pre and

³ “Documentos de Trabajo” # 17, PREAL: “Los efectos de la descentralización del sistema educacional sobre la calidad de la educación en América Latina (Donald R. Winkler & Alan Ian Gershberg); and Viola Espinola’s “La autonomía escolar como estrategia de mejoramiento educativo” in “Investigación para una mejor educación” (an International Congress, Lima 17-19 October 2001, Universidad Peruana Cayetano Heredia).

in service). A recent directive (DS 081-2002-ED) proposes organizational changes in the departmental and provincial offices of the MOE that appear to effect such streamlining and to reduce duplicative efforts. Support for the implementation of this plan will contribute to improve decentralized management and supervision.

Building on the experience and lessons learned of the National Network for Girls' Education, activities will also be designed to strengthen local involvement in improving education opportunities for girls and boys. The definition of simple and easy to understand education standards will contribute to community participation to improve learning achievement.

Additionally, new activities under this project will support the establishment and training of local education committees to strengthen local monitoring and control of schools. Decentralization will remain an important theme in which local governments will assume a much more important role in education. Focus on the local level will include both public and private institutions.

IR 2. Improved local basic education programs in selected communities

This IR builds on the SpO's (girls' education) emphasis on quality and equity. In order to assure that decentralized authority and resources improve the quality of education services, decentralization must be accompanied by increased capacity of the community level to manage their own schools. IR2 focuses on those improvements in quality and equity of programs and services that enhance active learning, democratic behaviors and valuing of diversity, and problem resolution, which are abilities and skills that enable children to become constructive actors in the democratic, social, and economic development of their community. Active learning enables students to develop the conceptual and analytical abilities to acquire knowledge and to be able to apply that knowledge effectively in the real world and thus can be linked to both personal and community economic development. Participation in democratic processes (e.g., research and consultation on local issues, school elections, school governments, community projects, parent-student committees, etc.) helps to mold democratic behaviors and the capacity to become an active promoter of democracy in one's community. Learning to understand and practice democracy needs to occur with the clear understanding and knowledge that democracy must include all people regardless of background (valuing diversity). Skills in conflict resolution and problem solving enable students to participate effectively in solving interpersonal problems and to advocate for and participate actively in exploring and resolving social and economic problems of their communities and country. The following describes illustrative activities that improve the quality and equity of education programs and services to promote active learning, democratic behaviors and valuing of diversity, and problem resolution.

Illustrative Approaches

Under this IR, SO 6 will improve "the quality and equity of education programs and services" through support of a set of integrated activities that are part of what is commonly known as "the Multi-Grade Approach" (see Attachment #3 for an overview of the Multi-Grade School Approach). The multi-grade approach looks upon the school as the center of community life and converts the traditional school into an "Active School," in which children are taught to become actors in the democratic, social and economic life of the community. The first step in creating Active Schools and active communities is to motivate what are largely disenfranchised and uninspired teachers, to become facilitators of active learning and community development.

Using an approach similar to that of Opening Doors, communities are informed about the Active School process and teachers are invited to participate in “Teachers’ Circles.” Schools and communities that express an interest in participating are brought together at the community level on a regular basis. In Teachers’ Circles, teachers learn new skills through “on-the-job” experiences and through training and feedback from other teachers. They work together to conduct research on the problems and conditions of the community, create opportunities for students, parents, and community members to become engaged in community projects, learn how to develop highly interactive educational materials and methodologies applicable to the realities of the local setting, and develop teachers’ guides. Parents and community members are invited to help create learning centers in the classroom and resources centers that serve teachers in surrounding communities. Teachers learn modern teaching methods, including cooperative learning, peer tutoring, cross-age tutoring, and individualized instruction, all of which help to create flexibility in the classroom and enable children to advance academically at their own pace. The program also invites and trains parents and community members to manage local schools and monitor the achievement of the quality and equity objectives.

These activities will be supported and complemented by activities implemented by the Andean Centers for Excellence in Teacher Training (CETT), funded by USAID/W. CETT, a Presidential initiative to improve primary teachers’ abilities to assist students in becoming competent in reading and writing, focuses on the poorest students in three Andean countries, Peru, Bolivia, and Ecuador.

The CETT includes five components: teacher training, creation of teacher and student materials, production of assessment tools for students, research, and information technology. Coordination among components will take place initially in a limited number of schools in the three countries, with planned expansion to other areas through replication of activities. Reading and writing are viewed as prerequisites for developing knowledge and skills in other content areas (e.g., science, mathematics). An agreement will be reached with the CETT to share CETT’s tested methodologies with USAID’s “Active Schools” (Escuelas Activas). As the Active School approach is gradually replicated in other areas of the country, CETT activities will be replicated and expanded as well.

Synergies with other Strategic Objectives

As noted above, SO # 6 activities will be implemented in the geographic areas where other Mission SOs are working and where low education indicators point to a clear need for the implementation of program interventions.

Recognizing that education is a critical variable in the reduction of poverty, the Education, Poverty Reduction and Alternative Development Teams will work together on policy development and implementation to improve quality basic education. Given common interests in rural development, in alleviating rural poverty and in improving education quality, efforts will focus on promoting policies that increase resources for rural schools. It is anticipated that the impact that Education might achieve will be greatly increased by this collaboration.

Additional synergies will be sought with the following SOs:

- Democracy, to assure effective decentralization of school system, and to improve democratic practices in the classroom thus improving classroom environments and encouraging more equitable treatment of students;
- Poverty Reduction, to ensure food security for pre-school and school age children and increased investment in rural education, particularly in rural areas of SO2 priority economic corridors;
- Health, to encourage innovative health education and health promotion in schools and at the community level;
- Environment, to expand innovative school-based environmental education that contributes to the relevance of the classroom experience and to community involvement in environmental issues; and
- Border, to apply lessons learned in rural education to benefit girls in border areas.

In order to improve local capacity in the area of quality education, the Democracy team will be consulted regarding increased citizen participation in monitoring local school performance and in establishing local accountability of school systems, as will the Alternative Development Team regarding local government capacity to monitor and manage quality education systems.

Based on statistics from around the world we know that quality universal education is key to sustainable development in general. Therefore, special efforts will be made, in coordination with Alternative Development, to analyze the specific relationship between education levels and willingness or ability to participate in alternative development instead of illicit coca leaf cultivation. Such information will contribute to knowledge about the importance of social sector development as part of overall activities in alternative development.

Other Donors

Coordination with other donors will increase the potential for achieving the intended results. For example, some coordination has been achieved with the German international technical cooperation agency (GTZ) and the Inter-American Development Bank (IDB), which are involved in pre-service and in-service teacher training and bilingual education, to coordinate activities under the *Abriendo Puertas – Docentes* Activity.

Informal monthly meetings currently take place among multilateral and bilateral donor agencies. In the near future, USAID will encourage the development of a formal donors group and will propose the participation of the Ministry of Education in these meetings to assure coordinated activities and maximum return on investments.

In its sector analysis, *Peru Education at a Crossroads: Challenges and Opportunities for the 21st Century*, the World Bank included strong recommendations for program and policy implementation directed at improving equity and quality. As a result of later negotiations to reach agreement between the World Bank and the MOE to improve rural education, the World Bank concurred with adopting USAID's *Improving the Quality of Rural Education* Activity as a model for replication nation-wide under the World Bank's \$50 million loan agreement with the GOP.

Illustrative Performance Management Plan

Because of the relatively limited initial time frame (five years) and budget (\$11.5 million), the team determined that it could be held accountable for local management of quality basic education implemented in several selected geographic areas. Thus the focus of the SO is on promoting local responsibility and capacity for managing basic education, which is supported by an education policy framework requiring decentralized decision –making and resource management. The improved policy framework is nation-wide in scope, however capacity building for local management will focus on 2-3 areas. The initial project areas will test and validate policies, methodologies and programs before expanding to additional portions of Peru.

The following lists illustrative indicators at the SO and IR level. Note: These are initial suggestions, and the Basic Education Team, along with partners, will refine these indicators during the start-up phase of the program, as well as establish the appropriate quantitative and qualitative targets for measuring their achievement.

SO 6: Local management of quality basic education programs implemented in selected geographic areas	
<ul style="list-style-type: none"> • Democratic management of schools • Autonomous and decentralized local administration of programs and practices <ul style="list-style-type: none"> • Participatory Education local action plans implemented • School calendar adapted to community needs • A Plan to support, monitor and supervise schools • Schools capable of elaborating annual budget • Indirect administrative costs reduced • Procedures to monitor and supervise school directors in terms of education quality and management • Discipline and reward mechanisms established 	Data collection methods considered include surveys and focus groups of students, parents and local authorities in targeted communities and direct classroom observations.
<i>IR 1 Policies implemented to promote decentralized management of quality basic education programs</i>	
<ul style="list-style-type: none"> • Education decentralization framework developed with input from the local level • Local education districts have control of resources • Teacher personnel policies administered locally 	
<i>IR 2. Improved local basic education programs in selected communities</i>	
<ul style="list-style-type: none"> • Student dropout (disaggregated by sex) • Completion rates (disaggregated by sex) • “Active schools” implemented and functioning (i.e., school governments functioning, elected committees of parents and students functioning; teachers’ circles functioning; teachers’ and students’ materials being used; student and parent involvement in school-community projects, etc.) • Teachers applying new education methodology in their daily work • Teacher performance • Appropriate educational materials used by teachers and students • Community (including parents) participation to assure students’ timely registration, attendance and completion • Community (including parents) monitoring quality of education • Teacher-student contact hours 	<p>It is expected that at least a 30% improvement will be achieved for quantitative indicators. Direct observation on a sample of targeted schools will be used to monitor changes in classroom practices. “Active school” functioning measured by an index that includes the attributes listed in the results column; items are then scored based on implementation.</p> <p>Surveys and focus groups complemented by direct observation on a sample of targeted school districts (UGE) will be</p>

<ul style="list-style-type: none"> • Children's democratic behaviors • Teachers' democratic behaviors 	used to monitor changes in local management practices.
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Activities carried over

- Opening doors.- Implemented by UNICEF, ending in 2003
- MOE Rural Education .- MOE

Recommended Mechanisms for Initiating Work under the new SO

- Obligate funds under a SOAG with the Government of Peru;
- Under the SOAG, buy into an existing USAID/W mechanism to provide, for example, three long-term technical assistance personnel, experts in implementing the multi-grade approach, to work with the GOP to begin immediate implementation of year-one activities in the Alternative Development area.
- Year one implementation could include, for example: technical assistance, civil society assessments, activity design and implementation, training, monitoring and evaluation, seminars and workshops, and sub-grants or contracts to indigenous technical service providers. The Civil Society Strengthening Cooperative Agreement – Leader Awards [through USAID's Center for Democracy and Governance (DCHA/DG)], is an example of a USAID/W mechanism that can be quickly accessed to obtain technical assistance experts who have implemented the multi-grade approach successfully in Colombia, Venezuela, Guatemala, and Nicaragua.
- During year one, conduct long-term planning and either develop an RFP or RFA for the remaining three years of the activity or continue implementation under the Washington mechanism.

Attachments

1. Strategic Approaches to Peruvian Education Problems
2. Análisis y Diagnóstico del Sistema Educativo Peruano
3. Overview of the Multi-Grade Approach

Attachment #1

Strategic Approaches for Peruvian Education Problems

The following list of deficiencies, that combines findings of the 1999 World Bank report and testimony of Peruvian education specialists interviewed by the Aguirre International team, gives a broad idea of the areas for improvement in the education sector.

At the school and community level:

- Inefficiencies:
 - incomplete attendance and lack of progression through grades 1 – 6
 - serious shortfall in providing required number of days of instruction
- Resources:
 - lack of public pre-school programs to prepare 4-5 year olds for primary school
 - basic classroom materials are not available or teachers don't use them
 - absence of performance standards for formative evaluation of student progress, teacher performance
- Curriculum:
 - inadequate attention paid to contemporary needs such as programs of intercultural and bilingual learning, role of girls and women in society, health and environment issues, personal responsibility to play a civic role and prepare for the world of work
- Teacher competencies and motivation:
 - poor and inconsistent efforts at instructor support, in-service training and performance motivators
 - chronic teacher absenteeism, with no monitoring or corrective incentives
 - instructors' inability to plan lessons, use student contact times efficiently, apply new curricula and instructional methods
 - No effective classroom management, especially in multi-grade classrooms, or integration of girls and monolingual non-Spanish speakers into classroom teaching
- Community leadership and support role:
 - lack of community participation in reviewing and understanding new curriculum, instructional objectives
 - little community or family support for quality education or demand for better educational services.

Within the Ministry of Education (MOE) and its intermediate-level organizations (IOs), regional and provincial offices:

- Little attention to rural-area needs;
- Bottlenecks and sources of resistance from MOE'S central offices;
- Lack of coordination between the MOE, NGOs and donor organizations;
- Poorly articulated strategic priorities within MOE;
- Lack of properly trained administrative and instructional staff;
- Lack of professional, ethical behavior and anti-corruption norms; and
- Authority maintained at central level; regional offices and local schools have minimal capacity to manage local programs.

Contributing causes at the community level include:

- Many rural families rank the need for children to share burdens in the field and at home ahead of school attendance; this falls most heavily on girls;
- Impact of seasonal labor migration patterns on school attendance;
- No home reinforcement of classroom learning gains or support for new behaviors being tried; and
- Lack of formal structures for parents' involvement in school activities.

Predictably, these findings do not fall evenly across the entire landscape of the rural poor. A national consensus favoring universal access of all children to quality public education has grown over the last decade, giving special emphasis to rural education and girls.

Priorities of Key Actors

In developing USAID/Peru's new SO in education, the Ministry of Education must be fully committed to the program focus. In addition, the GOP's priorities and those of other key actors (e.g., USAID/W, USAID/Peru, other key donors) should converge. The current priorities of the GOP, USAID/W, and USAID/Peru are summarized below.

Government of Peru priorities. The GOP has identified six priorities for education, which include:

1. Education in rural areas, with a focus on multi-grade schools;
2. Pre-school education;
3. Secondary schools;
4. Technology;
5. Decentralization; and
6. Bilingual and intercultural education.

Although the GOP has identified six priorities, it would not be practical or advisable for USAID to work in all of these areas. USAID must select carefully the area or areas where the greatest need exists and where the greatest impact can be obtained.

USAID/Washington priorities. USAID/W's priorities are summarized as follows in the June 2000 "Policy Paper: Program Focus within Basic Education:"

"The Agency places priority on efforts to strengthen primary education. In countries where access to primary schooling is significantly less than complete, or where educational quality at the primary level is less than satisfactory, Missions should normally focus their basic education programs on strengthening primary education, until the host country has substantially resolved educational weaknesses at the primary level."

USAID/Peru priorities. USAID/Peru's current priorities for education combine those of both the GOP and USAID/W, including to promote a sustainable policy framework that supports decentralization of education services and resources and to improve the quality of education, especially in rural areas, (i.e., the use of innovative methodologies, democratic education, gender equity). In addition, a new priority is collaboration with the Center of Excellence for Teacher Training, a U.S. Presidential initiative managed by the Universidad Peruana Cayetano Heredia in Lima.

Taking into account the priorities mentioned above, USAID/Peru's new SO should focus on increasing the capacity of local education systems in Peru to respond to the educational needs of all children. Among the intended results of this strategic objective are processes in place to achieve the decentralization of education services and resources, increased primary school completion, teacher competency, improved student academic performance, rural girls' school participation, community participation in school activities, and democratic behaviors and valuing of diversity among students and staff.

USAID Comparative Advantage to have Broader Influence on Education in Peru

Through its different activities, USAID has developed linkages among education and other GOP authorities and private-sector, university, religious, and media leaders throughout the country – linkages that are vital for gaining support for and active participation in expanded activities in education. As a result of its successful experience in girls' education, USAID/Peru is considered the lead donor in basic education in Peru.

USAID Experience in Basic Education

USAID has been working in the education sector worldwide for more than 30 years and has tested numerous approaches that effectively address the kinds of problems that exist in Peru's education system. To use USAID/Peru's new education funds most effectively, efforts should be made to incorporate the following lessons learned worldwide from USAID's and other donors' experience in basic education to the conditions in Peru:

- Education system reform requires simultaneous actions at the policy level (central government) and at the local community and classroom level;
- Isolated or stand-alone activities (e.g., creation of a teacher-training program, development of a management information system, implementation of a curriculum improvement project) do not positively affect education system reform;
- To be effective, decentralization of education services and resources require a regulatory framework that transfers decision-making authority to local leaders and the school community; recruitment and development of personnel capable of implementing and monitoring the decentralization process; local community involvement in the design and implementation of local roles and activities; and participation of local leaders and community members in monitoring the fulfillment of the objectives.
- The “multi-grade approach” (also known as the Escuela Nueva movement in Colombia, the Nueva Escuela Unitaria in Guatemala, Model Schools in Nicaragua, and the Community School and Child-Centered School approaches in other countries worldwide), has been shown to be highly effective in rural areas in affecting girls’ and boys’ democratic behaviors and participation, teachers’ performance, levels of student dropout and completion rates, student performance, community and parent support of education, conflict management, and local management of educational resources (Note: UNESCO and the World Bank have declared the Escuela Nueva movement [using the multi-grade approach] as “The model primary school for the 21st Century”);

With limited funding for basic education, USAID/Peru has over the past five years supported the creation of a core of “itinerant” education promoters trained to work with teachers in rural areas of San Martín, Apurímac, Huancavelica and Ayacucho to promote girls’ school participation, to improve their use of existing educational materials and bilingual approaches, and to enhance their skills in classroom organization. USAID has also supported improvements in local educational management through the development of local networks that administer units of 10 – 15 schools in such areas as San Martín and Cuzco. These efforts have been successful in increasing teachers’ motivation, although it is too soon to evaluate the full impact of improved local management on such expected outcomes as improvements in student achievement, teacher performance, and effective local management of educational resources in both rural and urban schools.

Recommendations for USAID/Peru’s New SO in Basic Education

Strategic Approaches

Given the magnitude of the problems in Peru’s education sector and USAID’s relatively limited resources to address these problems, USAID should ensure that its five-year effort:

- Is cost-effective;
- Creates systemic and sustainable change;
- Builds on the lessons learned and achievements of the *Opening Doors and New Horizons* activities and the Ministry of Education’s pilot programs;
- Supports incorporation of education sector into ongoing government-wide decentralization process;
- Promotes local capacity to manage decentralized functions;
- Work together with other Mission SOs, providing enhanced results across sectors in areas of geographic focus;
- Implements education activities where: 1) significant need exists; 2) there is a high potential for success due to the commitment of departmental, provincial, and municipal authorities; and 3) other USAID activities are being implemented;
- Works in concert with the World Bank’s *Improving the Quality of Rural Education* Activity;
- Garners the full commitment (including human and monetary resources) and participation of Ministry of Education authorities in Peru;
- Addresses key priorities of the GOP and other key actors;
- Works toward a common vision established among donors and partners;
- Leverages funds provided by other major donors, specifically the World Bank’s Rural Education Program; and
- Coordinates closely with the *Centers of Excellence for Teacher Training* (CETT).

Technical approaches

In designing interventions under Strategic Objective 6, the USAID/Peru education team plans to apply lessons learned from local as well as international experiences. Two important factors have influenced the strategy focus. First, the majority of schools in rural Peru are multi-grade schools (i.e., one-room schools with one teacher and multiple grades in one classroom) with teachers who have little expertise in managing such settings. Second, the successful decentralization of the education sector is critical to improving the quality of services and student performance. The following is a brief overview of recommendations for USAID/Peru's new SO in basic education:

- **Focus on decentralization as the key to improved schools;**
- **Build upon successful existing USAID/Peru education activities and other successful experiences in education.** Strengthen the capacity developed under Opening Doors (network of educational promoters); continue limited support to the National Girls' Education Network (social awareness and policy analysis and development); and expand the Improving the Quality of Rural Education activity;
- **Implement an integrated approach to support quality education in a decentralized system in USAID's areas of geographic focus – “Active Schools,” Local Education Management, and Educational Policy.** Implement an integrated approach in selected areas of geographic focus, for example, San Martín and Ayacucho, in both rural and peri-urban areas of these departments;
- **Adapt existing GOP curriculum guidelines to Peru’s diverse realities.** Based on successful experiences in other countries, apply tested methods and mechanisms for adapting the existing curriculum guidelines to Peru’s diverse local realities and social and economic development needs. **Develop self-instructional student materials** that permit students to stay on track academically, despite inevitable absences, and thus reduce student dropout and increase academic achievement;
- **Transform teachers from lecturers to facilitators of learning by creating “on-the-job” learning experiences.** Establish “Teachers’ Circles” where teachers learn modern methodologies (peer teaching, cooperative learning, learning centers, student government, democracy through social action, etc.);
- **Use local expertise and expertise of other Latin American countries.** Use technical expertise from other Latin American countries where the multi-grade approach has been implemented and has achieved results (e.g., Colombia, Venezuela, Guatemala, Nicaragua);
- **Develop cross-sector linkages with health, democracy, and environment.** Develop cross-sector linkages through use of the school as a community center; and

Incorporate innovative technological approaches where feasible. Attachment #1

Attachment #2

Diagnostico y Alternativas

Para analizar el sistema educativo

- Para poder sobrevivir a la muerte de los individuos que las conforman, las sociedades requieren formar individuos que adquieran capacidades basicas para la vida, como el cuidado de su salud, nutrirse y crear riqueza, en colaboracion con otros individuos, con los cuales puedan vincularse, manejando los conflictos que surgen en las relaciones interpersonales. Esta es la manera en que una sociedad reproduce su capacidad de sostenimiento. En las sociedades simples y tradicionales estas habilidades (creacion de riqueza, relaciones con los otros) se adquieren en el espacio familiar y comunal; las sociedades modernas, tambien llamadas complejas por la alta diferenciacion de funciones de sus miembros, se han dado a si mismas sistemas educativos para manejar este proceso de aprendizaje.
- En esta definicion es importante poner atencion a que el proceso de aprendizaje es doble, pues por un lado un conjunto de los aprendizajes propuestos se vinculan a la relacion del individuo con los distintos objetos que encuentra en su entorno, y por el otro lado, a la relacion con los otros individuos; esta constatacion, aparentemente evidente, tiende a volverse invisible en las sociedades tradicionales en tanto existe poca diferenciacion de roles, las personas se perciben tan parecidas entre si que la adquisicion de las habilidades para socializar parecen ser un proceso automatico. En cambio, en las sociedades complejas, el hecho de enfrentarse a distintos perfiles y modalidades de personas nos coloca ante la **evidencia** de que hay un aprendizaje necesario para manejarse entre personas diferentes en diversos aspectos.
- Un sistema de educacion basica se define por ser un circuito de distribucion de recursos humanos, informacion y bienes que atienden a una poblacion y cubren un territorio. La poblacion esta conformada por alumnos y alumnas; los recursos humanos son los profesores y directivos, la informacion consiste en un conjunto de conocimientos y practicas que se intenta transmitir a la poblacion. Los bienes son esencialmente recursos educativos: materiales como libros, cuadernos, utiles de otro tipo, computadoras cuando las hay, etc. Este circuito se crea pensando en la meta de reproducir la sociedad, bajo el supuesto de que su tamaño trae como consecuencias las ventajas de una economia de escala; comparese esta opcion frente a la de un colegio aislado, el cual debe dotarse de recursos propios e incurrir en gastos por su cuenta, sostenido en la economia de quienes pagan esa educacion, normalmente los padres.
- Una consecuencia de la nota anterior es que las ventajas de tener un sistema de educacion basica solo son evidentes si el circuito por el que fluyen recursos humanos, informacion y materiales logra efectivamente mantener esos flujos en actividad; un colegio aislado sera tan rico o pobre como la suma de sus recursos individuales.
- En el caso del sistema educativo peruano, emplearemos un conjunto limitado de categorias, derivado de estas primeras afirmaciones, para poder evaluar su estado y necesidades, de modo que podamos presentar un diagnostico rapido y alternativas de intervencion globales; a su vez, de estas alternativas globales podremos extraer las posibles intervenciones de USAID en los proximos años
- La tendencia general actual al evaluar un sistema educativo se orienta al empleo de dos categorias: Acceso y Calidad. En nuestro caso proponemos un numero mayor de categorias que usaremos para evaluar el sistema. Ellas tienen que ver inicialmente con que el sistema cubra a la poblacion garantizando sus aprendizajes relativos a los conocimientos y a las habilidades sociales. En el caso del Peru, con 40 lenguas amazonicas, dos lenguas andinas de gran extension, y aproximadamente 12 dialectos del espanol, hablamos de una poblacion muy diversa, que debe ser atendida tomando en cuenta sus diferencias (usamos el ejemplo linguistico como el mas evidente para efectos de mostrar una diversidad que tiene otras manifestaciones). Por este motivo reemplazamos la tradicional busqueda de extender el acceso por la busqueda de **Equidad** en el sistema, lo que significa: toda la poblacion en edad escolar debe ser atendida, con un servicio equivalente para todos y todas, sin distincion por condiciones de ningun tipo, tomando en cuenta sus diferencias (las que pueden provenir de su lengua, cultura, historia familiar, condicion de pobreza, etnia, genero u otra fuente de diversidad que implique desventajas o ventajas). Una categoria concurrente a la equidad se mueve en un nivel mas operativo, la **Eficiencia**, que

consiste en que no haya desperdicio de recursos, lo que se traduce basicamente en que tanto la desercion del sistema como la repeticion de grado y la extra edad tiendan a cero.

- Un segundo grupo de categorias para la evaluacion del sistema educativo incluye la **Eficacia**, consistente en que los objetivos de formacion-aprendizaje se cumplan, vale decir, que los alumnos aprendan aquello que se propone que aprendan; para esto normalmente se requiere que el sistema funcione efectivamente, proveyendo un Curriculum adecuado a sus necesidades, Profesores conocedores de sus materias y entrenados en tecnicas pedagogicas que apoyen el aprendizaje de los alumnos, Materiales, Tecnologias para la Comunicacion y acceso a Informacion, e Infraestructura diseñados para un mejor desarollo de los aprendizajes de los alumnos; como esta categoria de apoyo a la eficacia puede incluir innumerables clases de recursos humanos y objetos, les denominaremos en general **Insumos** para la Educacion. En el concepto de Calidad Educativa normalmente se incluye estas dos dimensiones: Eficacia e Insumos adecuados, aunque algunos autores la reducen simplemente a la Eficacia. En nuestra perspectiva, sin embargo, es necesario incluir el concepto de **Pertinencia**, vale decir que lo aprendido sirva a quien aprende en su contexto y que sea reconocido como valioso por su entorno social, por su comunidad. Las tres categorias, **Eficacia**, **Insumos** y **Pertinencia** desglosan el concepto de Calidad Educativa, teniendo la virtud de ser mas especificos
- Anteriormente dijimos que en sociedades tradicionales normalmente no se cuenta sino con los procesos de socializacion primaria, no teniendo propriamente sistemas educativos nacionales. En cambio, en sociedades en proceso de modernizacion como la peruana, los sistemas educativos aparecen, pero regularmente los conocimientos y habilidades son mucho mas visibles para sus miembros que el proceso de socializacion que incluye la escuela; sin embargo esto resulta tan importante para incrementar las posibilidades de desarollo de un pais como la adquisicion de habilidades laborales o de otro caracter. En el Peru, la experiencia reciente indica que existe un vacio en la formacion educativa que impide construir un orden basado en el dialogo, lo que se traduce en el discurso del sentido comun como falta de valores. En realidad el tema a tratar es mas como formar en practicas virtuosas y que permitan la cooperacion que un problema de psiquismo individual; queremos expresar esto como una escuela orientada a la **Formacion Civico-Democratica**. La naturaleza de este aprendizaje es distinta de lo que habitualmente se piensa como transmision de conocimientos, en la medida en que no es un contenido vertible en alguna forma de escritura sino un tipo de accionar con los demas que solo se aprende con la practica, en entornos en los que esas reglas funcionan efectivamente; por este motivo, el criterio de evaluacion **Formacion Civico-Democratica** verifica el funcionamiento institucional y no el registro de contenidos, manera tradicional de verificar aprendizajes
- Finalmente, al interior del sistema educativo, en todo nivel y espacio, existe un componente de **Gestion**, que vigila por que estas categorias se verifiquen, componente orientado por los criterios de eficiencia y de participacion democratica de diversos actores, e incluye como elementos complementarios el ejercicio del monitoreo, del seguimiento y de la evaluacion continua
- Recopilando, las categorias empleadas para el analisis del sistema educativo son: **Equidad, Eficiencia, Eficacia, Adecuacion de Insumos, Pertinencia, Formacion Civico-Democratica y Gestion**; apoyados en ellas desarrollamos un diagnostico breve del sistema educativo peruano.
- A estas categorias, hay que agregar una mirada sobre los actores sociales involucrados en cada situacion especifica; a diferencia de las categorias, los actores no pueden ser explorados sistematicamente en todas las situaciones, pero cabe enumerarlos: Gobierno Central, Gobierno Local (regional, municipio), Sociedad Civil, Organismos Intermedios, Organizaciones Para estatales, Comunidad y Padres, Docentes y Directores, Comunidad academicia, Otros sectores del Estado, Cooperación y Multilaterales; ahí donde sea pertinente procederemos a analizar sus distintos roles.

El Enfoque en la Primaria

- En las proximas paginas nos concentraremos en el analisis especifico del sistema educativo peruano en su nivel primario, vale decir los primeros seis años del sistema, los cuales estan pensados para cubrir a niños y niñas entre 6 y 11 años de edad; este nivel se imparte en forma gratuita y obligatoria en las escuelas publicas del Peru.

- La elección de la Primaria sobre la Inicial, la Secundaria, la Educación Laboral o Técnica o la Superior Universitaria debe explicarse: el mayor esfuerzo del país se ha concentrado desde mediados del siglo XX en extender ese nivel educativo, haciéndolo llegar a casi todos los rincones del país. El contenido estable de la Primaria peruana es esencialmente Lecto – escritura y competencias relativas al cálculo; no adelantaremos aquí el análisis posterior pero si diremos que al trabajar sobre la Primaria, dependiendo de la modalidad que empleemos, podemos afectar a un muy amplio rango de alumnos, hombres y mujeres, del país, pues 5 500 000 de los 7 000 000 de estudiantes del país están enrolados en ese nivel.
- A diferencia de la Primaria, solo 33% de los matriculados en Primaria termina la Secundaria a la edad correspondiente y solo el 50% de los estudiantes que termina Primaria termina la Secundaria. Por otro lado, en estos años Perú está evaluando cuál debe ser la función y el contenido de la Secundaria, resultando entonces este un nivel educativo que puede absorber algún nivel de cooperación, básicamente en el diseño de programas de acción, pero que aún no cuenta con una propuesta para desarrollar cambios importantes en el avance educativo de los estudiantes peruanos.
- En relación a la Educación Inicial o Pre Escolar, no es posible negar la evidencia empírica de altas tasas de retorno en términos de logro educativo a niños que pasan por programas adecuados de educación pre escolar; sin embargo, regularmente hay que diferenciar dentro de estos programas a aquellos que atienden a los primeros años de infancia, y que requieren de una integración de componentes que va más allá del marco de la educación, para integrar básicamente aspectos relativos a la Salud y Nutrición; y a otros programas, orientados a preparar al niño o niña para su entrada a la escuela. Respecto al primer tramo de la infancia (0 a 3 años), hay actividades de pequeña escala (1 o 2% de la población), que afectan básicamente a un reducido grupo de población, sobre todo en sectores urbanos (Wawa Wasis, la variante en zona aymara, Wawa Uta, tiene más presencia en zonas rurales) y que es manejado en la actualidad por el PROMUDEH, con fondos del IDB. En la actualidad USAID atiende, mediante el programa Materno Infantil, a madres y niños de 0 a 4 años. Respecto al segundo tipo de programas el Perú cuenta con mayores avances mediante una modalidad no escolarizada (PRONOEI) que ha permitido cubrir al 60% de niños del país, básicamente en la edad de 5 años. Esta modalidad se efectúa a bajos costos, es financiada con fondos de Tesoro Público y diversas evaluaciones han mostrado que tiene rendimientos semejantes a la modalidad escolarizada; esto sugiere intervenciones diferenciadas para ambos rangos de edad, más asumiendo el poco nivel de desarrollo de la propuesta de infancia temprana, en comparación con la implementación ya existente de actividades para el tramo 4-5 años, lo que además se refuerza con la tendencia creciente a incorporar la edad de cinco años a la Primaria, como ya se ha hecho en países vecinos
- Respecto a la Educación Técnica y Profesional, los costos de inversión para un programa que afecte masivamente a la población se elevan por encima de las posibilidades de inversión del país y también de la cooperación. A esto se agrega que Perú no cuenta en la actualidad con una propuesta institucional que permita un adecuado desarrollo de un sistema de formación técnica profesional. Cuando la educación técnica aparece ligada a la escuela o a algún nivel del sistema educativo, regularmente cuenta con equipos obsoletos y no renovables; en este panorama la tendencia más progresiva parece ser su incorporación a organizaciones vinculadas al sector empresarial.
- Un capítulo aparte, que necesariamente debe ser tomado en cuenta es el relativo a la formación de docentes, pero esto será tratado en la siguiente sección

El Sistema Educativo Peruano, tendencias actuales

En esta sección trabajamos un breve diagnóstico del estado del sistema educativo peruano, en su nivel primario, apoyados en las categorías propuestas anteriormente.

- Respecto a la **Equidad** en el nivel primario del sistema educativo peruano, encontramos que un muy alto porcentaje de la población en edad escolar es atendido (alrededor del 95%). Esta cifra, inicialmente alentadora, oculta sin embargo algunas dificultades de acceso en zonas apartadas del país (60% en zonas rurales, con valores ligeramente menores para las niñas, índices menores en zonas bilingües quechua, aymara y sobre todo amazonicas, las que coincidentemente son las más pobres del país)

- Del mismo modo, se encuentra altos niveles de desercion, repeticion y extraedad en zonas rurales y urbano perifericas (desercion de 55% en ciudades y 87.9% en el campo), los cuales tienden a acrecentarse segun niveles de pobreza, pertenencia a pueblos indigenas o a un grupo linguistico distinto del Espanol. Igualmente, parece haber distintos comportamientos en lo referente a desercion y repeticion marcados por el genero de los alumnos: en el caso de los varones, las familias parecen presentar mayores niveles de tolerancia a la repeticion de grado, mientras que en el caso de las niñas, se produce un abandono temporal que se “subsana” posteriormente mediante la asistencia a escuelas nocturnas, cuando estas estan disponibles, basicamente en sectores urbanos.
- Este ultimo tema nos lleva “anecdoticamente” a otros dos, importantes en el region que estamos tratando: por un lado, la desercion en el caso de personas que no migran a las ciudades se convierte en algo no subsanable; por otro, tal vez mas importante, las escuelas nocturnas, escuelas de muy baja calidad, son un ejemplo de un fenomeno mucho mas extendido, el servicio ofrecido por las escuelas es muy diferente en su oferta; inmediatamente veremos como esto se diferencia por la calidad de los insumos puestos en juego en cada establecimiento educativo, pero señalamos aqui que el servicio educativo es poco sensible a las distintas condiciones de los alumnos que atiende, no tomando en cuenta las diferencias y relaciones de poder que existen entre hombres y mujeres, las peculiares condiciones en las que se desenvuelven personas de lengua materna distinta del Espanol, pertenencia a pueblos indigenas, ni formas compensatorias que permitan que alumnos de hogares en condicion de pobreza se desarrolle exitosamente en sus estudios; esto, ademas incluye a personas con diferencias fisicas, psicologicas, cognitivas o culturales, e incluso a alumnos aventajados en su aprendizaje. Este panorama respecto a **Equidad y Eficiencia** se completa a continuacion con observaciones referentes a **Eficacia, Insumos Adecuados y Pertinencia**
- Nuestra mejor aproximacion a la **Eficacia** del sistema, respecto a fomentar aprendizajes en los alumnos, nos lo ofrece el estudio de evaluacion del aprendizaje efectuado por el Ministerio de Educacion durante el año pasado: en el se observan resultados de aplicar una prueba standarizada a una muestra representativa de estudiantes del pais, los que informan que solo el 5.8% de los alumnos de escuela publica aprueba la parte correspondiente a comprension de textos, 2.1% la que corresponde a comprension de textos e imagenes y 1.6% la parte correspondiente a gramatica en el sexto (ultimo) grado del nivel primario. El problema es aun mayor en escuelas bilingues, donde el **0%** logra la comprension de textos en castellano. En Matematica la prueba es aprobada, en general, por el 22% de los alumnos, un nivel bajisimo igualmente. Evidentemente, a partir de esta informacion, en este sistema educativo no se cumple que los alumnos aprendan aquello que se propone que aprendan
- Un analisis mas detallado de los **Insumos** concurrentes en la “situacion educativa” nos da algunas pistas de las causas tras estos resultados: en la actualidad el Nivel Primario de la Educacion Peruana cuenta con una estructura curricular basica bastante innovadora y abierta a las mas recientes corrientes pedagogicas que organiza el aprendizaje de los ninos y niñas en cuatro (seis) areas distintas: Comunicacion Integral, Logico Matematica, Personal social, Ciencia y Ambiente y Formacion Religiosa. Los documentos incluyen una enumeracion de temas y orientaciones pedagogicas que se dirigen a renovar el trabajo educativo en la Primaria; este material esta pensando para ser adecuado en su trabajo por los docentes de cada region y escuela, mediante un proceso denominado **diversificacion**, que adapta la estructura a la realidad de cada region especifica. Sin embargo, los documentos no son usados y los procesos de adaptacion curricular no se cumplen, debido, principalmente a que solo un pequeno contingente de docentes de aula ha sido entrenado para manejarse con ellos. Esto tiene como primera consecuencia que esta base curricular, un esfuerzo apreciable del sector educacion, no tenga el efecto que deberia tener en las practicas de aula.
- Otro tema importante respecto a los **Insumos** educativos se refiere a los **Profesores**. En el Peru hay 350 000 profesores en el sistema escolar publico, 80% de los cuales cuenta con un trabajo estable en un centro educativo, del cual no puede ser removido sino por falta grave probada despues de largos procesos; incluso si cometen un delito y son enviados a prision, no pierden su calidad de profesores, pues el proceso penal y el administrativo son de tipo distinto y no tienen consecuencias uno respecto al otro. El sistema de nombramientos funciono automaticamente, sin evaluar capacidad para enseñar, hasta hace poco tiempo, cuando un sistema de evaluacion por concurso ha sido implementado. Esto hace que el 90% de los maestros nombrados en el Peru no hayan pasado ningun tipo de barreras que evaluen su idoneidad para el desempeno de su labor. En esta situacion, regularmente se cuenta con profesores que han accedido a la carrera con un pobre background

cultural, que reciben un bajo nivel de entrenamiento pre service, que por lo tanto desconocen las materias que supuestamente deben enseñar y que no cuentan con técnicas pedagógicas para apoyar el aprendizaje de los alumnos. Incluso, un amplio contingente de estos profesores no ha pasado por ningún tipo de entrenamiento profesional. A esto se agrega un casi inexistente entrenamiento in service y pobres condiciones de trabajo, entre las que se incluyen muy bajos salarios (el promedio de ingreso de un maestro es de alrededor de \$200 por mes) y aspectos que tienen que ver con la inexistencia de otros insumos.

- Respecto a la capacitación In Service, se desarrolló desde 1996, con la creación del Programa de Mejoramiento de la Calidad Educativa del Perú (MECEP, operación co-financiada por el Banco Mundial y el Estado Peruano), un Plan Nacional de Capacitación Docente (PLANCAD), que capacita a un porcentaje de profesores en orientaciones pedagógicas generales mediante convenios zonales con ONGs y otras instituciones (denominadas "entes ejecutores" en el proyecto) capaces de brindar este servicio. Esto, que significó un avance en relación a la inexistencia de un plan nacional, vio su alcance fuertemente limitado, pues no empleó la estructura curricular básica, sino que estableció sus propios contenidos, los cuales además fueron vertidos de maneras muy diversas por los entes ejecutores. Esta iniciativa ha cubierto a un tercio de los profesores primarios del país y algunos de los elementos que integraban su propuesta han sido adoptados con fuerza por los docentes capacitados, pero no ha llegado a muchos lugares, especialmente zonas rurales y pobres.
- A estas dificultades se agrega una carrera docente pobremente diseñada, que no ofrece ningún tipo de incentivos para innovar o mejorar el rendimiento en la enseñanza. Nuevamente esto se acentúa en zonas pobres, en las que habitan pueblos indígenas o poblaciones de lenguas aborigenes.
- En relación a Materiales educativos, hasta 1996 no ha existido en el Perú una política nacional de provisión subsidiaria de materiales educativos (libros y cuadernos); solo a partir de la creación del MECEP existe una actividad de producción de cuadernos de trabajo para alumnos, guías didácticas para profesores y bibliotecas de aula, la cual ha cubierto, a decir del MED, la totalidad de centros educativos. En el caso de Primaria el propio Ministerio contrata los servicios de consultores que elaboraron los textos, posteriormente impresos por el mismo MED; ocasionalmente se han probado otras modalidades que incluyen en el esquema el concurso de autores y editoriales privadas. La presencia de textos escolares es una novedad en el contexto educativo peruano, especialmente en centros aislados como los rurales e incluso en algunas zonas peri-urbanas; sin embargo cabe hacer la advertencia de que en muchos lugares los textos y otros materiales provistos por el MED no se emplean, lo cual se explica en parte por el temor de los docentes a ser sancionados si el material se deteriora, pero, por sobre todas las otras razones, porque no se les ha capacitado en el empleo de dichos materiales.
- En relación a la Infraestructura, encontramos que, a pesar de una fuerte inversión del gobierno anterior (Fujimori), básicamente de 1996 a 2000, periodo en el que se pensó resuelto el problema de la infraestructura en Primaria, se tiene que 3 000 de los 40 000 centros educativos requieren la reparación de 20 000 aulas (aproximadamente el 13.5% del total de aulas), requiriéndose unos 150 millones de soles (aprox. 40 millones de dólares) para recuperarlas. Finalmente, para salir del terreno de los insumos, las Tecnologías para la Comunicación y acceso a Información no ha sido un campo trabajado sistemáticamente desde el sistema educativo en el Perú, habiéndose desarrollado solo algunas experiencias piloto de conectividad a Internet entre escuelas en el nivel secundario, y de uso de programas como el Logo para un número muy reducido de escuelas primarias.
- Para cerrar con los aspectos ubicables bajo la sombrilla de la calidad educativa, repetimos que la **Pertinencia**, entendida como la utilidad contextual de lo enseñado, tiene grandes dificultades para verificarse, visto que los procesos de diversificación no son practicados.
- Un último aspecto que se relaciona a los condicionamientos de la calidad educativa tiene que ver inicialmente con el número de maestros, pero se vincula luego a otras carencias. Esto es el problema de la existencia de aulas multigrado en zonas rurales; en estas zonas, por tener un número reducido de profesores asignados a una escuela, un profesor debe atender en un único espacio físico, a niños de distintas edades y de distintos grados educativos; esto, aparentemente solucionable mediante la provisión de más maestros, encuentra un obstáculo en las leyes de educación, las cuales establecen un número mínimo de alumnos para crear un puesto de docente; dado esto y hasta que la ley no cambie para contemplar estos casos específicos, las alternativas posibles

consisten en la capacitacion de docentes en tecnicas que les permitan el manejo de estos espacios multigrado, los cuales deben incluirse dentro de la capacitacion regular de los docentes que se ubican en zonas rurales.

- Respecto a la **Formacion Civico-Democratica**, la escuela peruana, al no tener bajo su campo de visibilidad el problema de construir personas que sean productivas en convivencia con el resto de ciudadanos, ha usado como modelo diversas instituciones de caracter vertical: la asimilacion entre escuela y cuartel es, por ejemplo, una imagen regular en el imaginario de los maestros y estudiantes peruanos. Por este motivo, habitualmente, las practicas predominantes en la escuela publica peruana configuran un espacio de formacion de personas sumisas a la autoridad, sin niveles de participacion, opinion o decision sobre aspectos que afectan su vida cotidiana, lo cual es reforzado por la ubicacion de los maestros como unica fuente de conocimiento valido. En contraste, y por motivos ligados a la logica de la economia de escala, la creacion de escuelas desmesuradamente grandes, con entre 2 000 y 5 000 escolares, ha creado espacios no gobernados dentro del sistema escolar, tierras de nadie en las que se reproduce la racionalidad de los grupos, con autoridades sin autoridad, contraviniendo la idea de una escuela que forma para el ejercicio ciudadano, con elementos de auto gobierno y leyes iguales para todos.
- Con relacion a la **Gestion**, existe un conjunto de instancias diseñadas para dotar al sistema educativo peruano de coordinacion y direccion. Estas instancias corresponden mas o menos a los distintos niveles de gobierno del pais. Recordemos que el Peru cuenta con 25 departamentos, cada uno de los cuales tiene aproximadamente 10 provincias en su interior; cada provincia, a su vez, esta formada por distritos de diverso tamaño. De este modo, las instancias son:
 - El Ministerio de Educacion
 - Direcciones Regionales de Educacion (DREs, 25 en todo el pais, que corresponden a los 23 departamentos en que esta dividido el territorio peruano)
 - 18 Direcciones Sub Regionales, creadas en departamentos muy extensos
 - 83 Unidades de Servicios Educativos (USEs), que corresponden normalmente a una por provincia, aunque Lima, por su extension, esta dividida en varias USEs
 - 190 Areas de Desarrollo Educativo, a veces son sub-divisiones de las USEs y a veces las reemplazan, regularmente en areas rurales.
- Todas ellas incluyen entre sus competencias funciones normativas, ejecutivas y de monitoreo, lo que hace que regularmente interfieran entre si instancias mas altas o mas bajas en el organigrama.
- A estos problemas de coordinacion deben agregarse dificultades en el nivel de la planificacion; por ejemplo, a nivel del centro del sistema no ha sido posible coordinar la capacitacion de docentes con contenidos curriculares y con materiales educativos, desperdiciandose la oportunidad de alinear curriculum y materiales, y capacitar a los profesores en su uso, de modo que un curriculum sea puesto en practica en todo el pais y siendo diversificado conforme se gana en capacidades a nivel local.
- Del mismo modo, a nivel mas local y regional, no se han propuesto iniciativas para avanzar hacia la diversificacion. Pero el problema de **Gestion** se extiende al nivel del centro educativo, con, nuevamente el ejemplo es util, de directores (principals) y profesores sin iniciativas para utilizar los materiales que les son enviados.
- Estos señalamientos nos hacen pensar en un problema relativo a la **Gestion** que recorre el sistema escolar de arriba hacia abajo, con carencias de direccion y coordinacion, incluyendo deficiencias en la generacion de informacion, sub utilizacion de la informacion generada, falta de herramientas basicas para la toma de decisiones y el establecimiento de prioridades, problemas por lo tanto en la planificacion de las actividades, dificultades en la negociacion de recursos con las distintas fuentes financieras, empezando por el propio Tesoro Publico, y vacios muy grandes en la capacidad de ejecucion; esto es complementado por un desarrollo todavia incipiente de formas de participacion democratica y esfuerzos aislados y grandes carencias en el nivel del monitoreo, del seguimiento y de la evaluacion continua.

Politica Educativa Actual

Desde los ultimos años del gobierno de Fujimori y hasta el presente se delinearon algunos elementos importantes para la politica educativa, fundamental en tanto el 85% de la poblacion escolar estudia en escuelas publicas y el otro 15% esta sujeto a las regulaciones que emanen del Estado en este rubro.

En primer lugar, ha habido por parte del Estado, una propuesta de cambio educativo que, evitando el empleo del termino “reforma”, sin embargo ha modificado efectivamente algunos elementos del panorama educativo. Lo mas notorio de esto son los esfuerzos en Infraestructura y Equipamiento para escuelas primarias, financiado basicamente mediante una primera operacion de endeudamiento con el Banco Mundial; como dijimos antes, esta iniciativa fue acompañada de cambios en el curriculum, en los materiales y capacitacion de profesores, esfuerzos en los cuales se cumplieron metas pero no necesariamente objetivos. El ambito de este esfuerzo fue la Primaria urbana.

Un segundo impulso provino de la iniciativa de diseñar un cambio de la secundaria e implementarlo, mediante dos operaciones sucesivas con el BID. Sin embargo, esta segunda area de actividades no ha culminado aun la experimentacion del diseño, lo que impide su paso a la ejecucion extendida de la “reforma” propuesta.

En este panorama habia tres prioridades en la politica educativa: 1) consolidar la reforma de la Primaria “urbana”, asegurando los recursos para mantener el nivel de inversion obtenido mediante endeudamiento, 2) desarrollar un esfuerzo en la Primaria rural, y 3) hacer una reforma en la secundaria.

Posteriormente, con el cambio de gobierno, se han desarrollado diversas consultas a la opinion publica y a sectores organizados de la sociedad civil, reforzandose estos temas, especialmente la educacion rural y la secundaria, pero apareciendo tambien otros: 1) la promesa electoral de implementar un ambicioso plan de informatizacion del sistema escolar (Plan Huascarán), 2) un fuerte interes por la Educacion Inicial, y 3) el surgimiento de la educacion Bilingue intercultural como una dimension importante de la educacion rural y del Peru en general.

Finalmente, el inicio del proceso de Descentralizacion, con elecciones regionales para el proximo Noviembre, han dado visibilidad al manejo de una actividad tan amplia como la educativa en el espacio regional, con un gobierno descentralizado que va haciendo suyas las funciones de Gestión del aparato educativo. Este es el tema mas cercano a la gestion que se incluye entre las prioridades del sector.

La revision anterior nos propone seis areas prioritarias en la Politica Educativa; debe señalarse que de estas, solo la educacion rural y la reforma de la secundaria tienen una fuente clara que financie la inversion. Por su parte, el Plan Huascarán va consiguiendo recursos pero no sistematicamente, como lo tendra que hacer el proceso de descentralizacion. Respecto a la educacion bilingue intercultural, probablemente su mejor opcion es incorporarse a los esfuerzos de educacion rural, mientras que educacion inicial debe buscar un esquema, todavia inexistente, que le permita invertir para mejorar.

Los ultimos remplazos en el Ministerio de Educacion no parecen apuntar a un cambio de prioridades, sin embargo hay otros dos elementos que deben tomarse en cuenta para completar el panorama: 1) cambios en el marco legal (modificacion de la Constitucion, Nueva Ley General de Educacion, Nueva Ley del Profesorado, Leyes sobre Descentralizacion) y politico (Acuerdo Nacional) que regula la marcha de la educacion o incide en ella, y 2) la existencia de un Plan nacional de accion por la infancia, basado en la iniciativa internacional de “Educacion para Todos”, que abre en alto grado el abanico de problemas.

Attachment #3
Overview of the Multi-Grade School Approach

1. **What is the multi-grade approach?** The multi-grade approach (also known as the “one-room school,” the “new school,” the “community school,” and the “model school” approach in countries around the world) converts the traditional school – where teachers dictate to students, and students learn by rote memorization and copying from the blackboard – into a modern, active school, where students work in small groups, learn reading, mathematics, and science in learning centers, conduct research and analyze community problems, and take on active roles in governing their school.
2. **Schools are locally managed.** Unlike traditional schools where program development takes place at the central ministry, multi-grade schools involve national and local education authorities in every stage of the educational planning, implementation, and monitoring processes. Parents, community members, and civil authorities are involved in the decision making concerning programs and the allocation of education resources.
3. **Teachers, parents, and children are involved in the community.** Teachers, parents, and children conduct mapping of the community and engage in projects of service and development. Students prepare oral histories and write stories of life and work in the community.
4. **Teachers are transformed from “lecturers” to facilitators of learning.** Teachers learn to facilitate learning in groups, rather than lecturing, and children learn to work in teams. In Teachers’ Circles – in which groups of teachers consult, observe each others’ classes, and resolve educational problems – teachers learn new skills through “on-the-job” experiences and through training and feedback from other teachers.
5. **Teachers, not ministry or university experts, develop student texts and learning materials.** Teachers learn to develop Teachers’ Guides and Self-Teaching Instructional Materials that promote active learning. Teachers design training manuals, adapt teachers’ guides to the conditions of their locale, and prepare educational materials relevant to community needs.
6. **Teachers practice methods that are modern, highly interactive, and democratic.** Rather than sitting in rows, copying from the blackboard, and working individually on notebooks, students work mainly in groups, using cooperative learning approaches, learning centers and science centers, individualized instruction, peer tutoring, and cross-age tutoring. Students are taught to question, analyze, consult, and promote conflict resolution.
7. **Children practice democracy and develop leadership skills.** Students learn democracy – not by reading about it, but by “doing” it. They conduct elections, plan campaigns and present issues, learn to build consensus, listen to others’ opinions, and become involved in real community problems. Students form a student government and boys and girls rotate serving in offices. Students and parents participate in the daily management of the school. Students rotate running school meetings.

8. **Girls and boys learn social responsibility.** All students serve on student committees, participate in student government and student-parent committees, work on group projects, and tutor younger children.
9. **Promotion is flexible.** Students move at their own pace. Students absent for extended periods can pick up their workbooks exactly where they left off upon their return, with no penalty. This means that dropout is significantly reduced and retention greatly increased.
10. **Educational materials are locally developed.** Schools have low-cost learning centers, math manipulatives, and science materials, classroom libraries, and resource centers where teachers develop materials.